

~~CONFIDENTIAL~~NATIONAL INTELLIGENCE OFFICERS

The relating of intelligence efforts and activities to policy needs and processes and the completion of national estimates and clearing them through the Intelligence Community has been unacceptably confused, ineffective and slow. I am not being adequately staffed to meet the number and variety of requirements which are placed upon me for briefings and for participation in policy deliberations. This is partially because the corps of National Intelligence Officers (NIO) has been allowed to run down in number and partially because I have not been in close enough touch with the NIOs to satisfy the degree of my interest and participation in intelligence estimates and policy processes.

To correct this, I am restructuring the role of the NIOs and the procedures for having the National Foreign Intelligence Board (NFIB) and its constituent members make their inputs into national estimates prepared by the CIA.

National Intelligence Officers will report directly and function as staff to the DCI and DDCI. They will constitute the National Intelligence Council (NIC). The chairman of the NIC (C/NIC) will function as chief of staff in directing and coordinating the work of the NIOs.

Although the Director NFAC (D/NFAC) and the C/NIC will report independently and directly to me, I will expect there to be the closest possible collaboration between them in causing NFAC's intelligence production to become the basis for national estimates and in meeting the other intelligence needs of the NSC, its members and the DCI and DDCI.

The NIOs will continue to be the DCI's principal representatives in policy forums, and will continue to support the DCI in his role as member of the NSC and the DDCI as Intelligence Community representative to the SIGs--working through D/NFAC and NFAC for assistance.

The DCI, DDCI, D/NFAC and C/NIC will meet weekly to review the status of national estimates and other major intelligence products, to determine what new estimates are required and to assign the drafting of the estimate. These drafting assignments will normally go to NFAC, but, when appropriate talent or special expertise is available or for other special reasons, drafting may be assigned to NIC or to other members of the Intelligence Community.

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The Agency assigned drafting responsibility will prepare terms of reference which will be circulated by the appropriate NIO to constituent members of the NFIB for comment. All NFIB agency heads should review this outline and respond within 48 hours.

A draft estimate, with the comments of the appropriate NIO, and of NFAC if the draft is prepared elsewhere, shall go to the DCI/DDCI for approval. The appropriate NIO will maintain liaison between the drafting unit and other members of the Intelligence Community in order to reflect their views on the estimate and minimize delay in reflecting the views of other members of the Intelligence Community in the estimate. The NIC may meet or obtain the alternative views of scholars or others outside the Intelligence Community when it appears that this will improve the range or the quality of the estimate.

All estimates except for the large military estimates such as 11-3/8 and 11-4, are to be coordinated by representatives of the Community within three working days after approval of the draft by the DCI. These representatives should be the senior line managers of each agency's component having primary substantive interest in the subject of the estimate. Either by telephone or in a meeting, agencies will present corrections of fact or alternative text where there is a disagreement with the draft. Alternative text will be approved by the agency head. The NIO will be responsible for revising the draft to accommodate corrections and for the inclusion of alternative text in the body of the draft. The holders of alternative views will be identified by agency.

The DCI will authorize circulation of the revised draft to NFIB principals for consideration at the next meeting of the NFIB. All changes agreed at the NFIB will be completed within 48 hours following the meeting and the final estimate provided to the DCI for his approval not later than three days after the NFIB meeting. Agency views or text will not be included in an NIE if received more than 48 hours after an NFIB meeting.

The NIC will have a small support group to help prepare materials for interdepartmental meetings and papers, including NSCs and SIGs, as well as to assist NIOs in their drafting responsibilities. It is my intention that the NIC should be staffed by people of extremely high calibre from within the government and from the outside.

I believe that it is important to expose a small number of our very best analysts to the creative talents of the senior officers chosen as NIOs. The broad perspective, fresh thinking, judgment and wisdom of these officials is a valuable training and educational experience for some of our best young people. Through the NIOs, the analysts also can significantly enlarge their familiarity with a wide range of outside specialists and people with broad foreign policy experience--an invaluable asset and a useful investment for the future. NFAC and other intelligence organizations from which analysts attached to the NIC are drawn can only benefit from the service in a rotational arrangement. This should help enormously in building a small cadre of analysts in the Community, and especially in NFAC, who have the capability to approach major issues with a geostrategic perspective and drafting skills honed by service in a small but intellectually highly charged and very demanding environment.